

## DOCUMENT RESUME

ED 405 766

HE 030 004

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TITLE Safe Schools Survey: Post-Secondary Survey Results.  
INSTITUTION Minnesota State Office of the Attorney General, St. Paul.  
PUB DATE 97  
NOTE 15p.  
PUB TYPE Viewpoints (Opinion/Position Papers, Essays, etc.) (120) -- Reports - Evaluative/Feasibility (142) -- Statistical Data (110)  
  
EDRS PRICE MF01/PC01 Plus Postage.  
DESCRIPTORS \*Colleges; \*Crime; \*Crime Prevention; Higher Education; School Safety; \*School Security; Security Personnel; State Surveys; Statistics;  
\*Universities  
IDENTIFIERS \*Minnesota

## ABSTRACT

This report provides the results of a survey of safety and security at colleges and universities in Minnesota, along with policy recommendations to improve safety and security at Minnesota post-secondary institutions. It is based on campus security reports voluntarily submitted by 60 of the 110 Minnesota post-secondary institutions, personal interviews with campus security directors, and input from the Minnesota chapter of the International Association of Campus Law Enforcement Officers. It was found that, over the 3 years covered by the survey (1993-95), there were significant increases in the number of reported aggravated assaults, motor vehicle thefts, liquor law violations, and drug abuse violations. Nearly two-thirds of responding institutions indicated that they provided printed material concerning crime and crime prevention to their campuses, while 42 percent provided educational programming and training. Fifty-two percent reported having some form of escort service for students, faculty, and staff. The report recommends that all post-secondary institutions implement basic safety measures (such as maintenance of campus grounds, regularly patrolled campus routes, and escort services), and that campus safety officials should involve students in developing crime prevention initiatives. An appendix provides uniform crime reporting definitions. (MDM)

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# SAFE SCHOOLS SURVEY

## Post-Secondary Survey Results



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Office of Minnesota Attorney General  
Hubert H. Humphrey III  
1997

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## **Executive Summary**

This report was developed by the Attorney General's Office on school safety in Minnesota's post-secondary institutions. The report was prepared pursuant to the 1995 Minnesota Session Laws, Chapter 226, Article 3, Section 1, which provides:

*On or before January 15 of each year, the Attorney General shall prepare a report on safety in secondary and post-secondary schools. The report must include an assessment and evaluation of the impact of existing laws and programs on school safety and anti-violence and include recommendations for changes in law or policy that would increase the safety of schools and curb violence. The report must be submitted to the chairs of the senate and house of representatives' committees with jurisdiction over education and crime issues.*

The report is based upon the campus security reports voluntarily submitted by 60 of the 110 Minnesota post-secondary institutions, from personal interviews with various campus security directors and input from the Minnesota chapter of the International Association of Campus Law Enforcement Administrators (IACLEA).

The results of this study are also compared with the Attorney General's 1996 Post-Secondary Report in which students' perceptions of violence and safety were assessed.

### **Purpose of this report**

Violence in our society is a growing concern for many Minnesotans. Post-secondary institutions are integral parts of our communities and are not immune to issues of violence and crime. Policymakers and security personnel face unique challenges in respect to safety at post-secondary institutions. This study, conducted by the Office of the Attorney General, attempts to gain a perspective on the extent of violence in Minnesota post-secondary institutions and to make recommendations for further actions to reduce school violence.

### **Recommendations**

The following are proposed recommendations based on the findings of this report. (Please refer to page 7 for a comprehensive discussion of these recommendations.)

- All post-secondary institutions should implement basic safety measures such as maintenance of campus grounds, regularly patrolled campus routes, escort service, security equipment and crime prevention classes.
- Campus safety officials should involve students in developing crime prevention initiatives.
- Institutions should provide sexual assault awareness and prevention programs and make victim assistance services available to all campus personnel.

- Post-secondary institutions should recognize and address alcohol and drug abuse and its relationship to campus crime.
- Crime reporting procedures should be improved throughout the state.
- Campus and community relations should be maintained and improved.
- Establishing minimum professional standards for hiring and training of safety and security personnel should be explored by campus security directors.
- Campus safety and security departments and local law enforcement agencies should develop and maintain a comprehensive communication protocol to ensure relevant information on safety and security is exchanged.

## **Methodology**

The Attorney General's Office distributed letters of request to the safety and security directors of 110 post-secondary institutions around Minnesota. The letter requested that each campus submit their Campus Safety and Security Reports, by November 15, 1996, to the Attorney General for the purposes of this report. The Crime Awareness and Campus Security Act of 1990 mandates post-secondary institutions to compile these campus reports and make them available to students, faculty and staff by September 1 of each year. Conversations took place with the Minnesota chapter of the International Association of Campus Law Enforcement Administrators (IACLEA) for additional insight into campus reporting procedures, unified standards and general improvements for campus safety and security. The information gathered from the reports and personal interviews was compared with the data gathered from the Attorney General's 1996 Post-Secondary Safe Schools Report for further insight into effective prevention techniques.

## **Characteristics of the sample**

Sixty post-secondary institutions responded to the request for campus reports thus generating a return rate of 55%. Sixty-two percent of the responding institutions were from greater Minnesota, 25% were from St. Paul and Minneapolis (urban), and 13% were from suburban institutions. Fifty-two percent of the respondents were technical and community colleges, 17% were four-year public institutions, 25% were four-year private institutions, and 6% were two-year private institutions.

## **Federal Legislation**

The campus security reports requested by the Attorney General's Office are products of federal law which mandates that post-secondary institutions receiving Title IV student aid assistance must comply with the following two requirements of the Student Right-to-Know and Campus Security Act of 1990:

- I. Colleges and universities are required to prepare and distribute by September 1 of each year, an annual campus security report which includes:
  - Crime prevention, alcohol, and drug policies and programs;
  - Campus policies and procedures specific to sexual violence and assault;
  - Statistics on such crimes as murder, robbery, aggravated assault, burglary and motor vehicle theft which cover the three calendar years preceding the year in which the report is disclosed;
  - Statistics concerning forcible and nonforcible sex offenses which cover the three calendar years preceding the year in which the report is disclosed; and

- Number of arrests for liquor law violations, drug abuse violations, and weapons possessions which have occurred on campus and have been reported to local police agencies or campus security authorities. These statistics cover the three calendar years preceding the year in which the report is disclosed.

The report must be distributed to all current students and employees and, upon request, to applicants for enrollment or employment.

II. Colleges and universities are required to provide timely warnings to the campus community on crimes (murder, forcible or nonforcible sex offenses including rape, robbery, aggravated assault, burglary, and motor vehicle theft) considered to be a threat to other students, staff, and faculty. This is to aid in the prevention of similar occurrences happening in the future.

The Higher Education Act (HEA) of 1965 requires that post-secondary institutions use the Uniform Crime Reporting (UCR) definitions in determining whether a crime has been committed. The UCR definitions can be found in Appendix A.

### **Incidence of Crime**

The number of crime occurrences from 1993 to 1995, compiled from the campus security reports, can be found in Appendix B. These figures depict the total number of reported incidences for the 60 responding colleges which represent 55% of the post-secondary institutions around Minnesota. Although not all post-secondary institutions responded, these figures do show crime patterns that can be used to help assess crime prevention initiatives and programs for campuses across the state.

Over the past three year period, there have been significant increases in the number of reported aggravated assaults, motor vehicle thefts, liquor law violations, and drug abuse violations. The reported number of these incidences has increased steadily. The incidences of aggravated assault increased from 24 reported incidences in 1993 to 43 reported incidences in 1995. The reported incidences of motor vehicle theft increased from 58 reported occurrences in 1993 to 72 in 1995. Drug abuse violations increased from 41 in 1993 to 62 reported incidences in 1995. Liquor law violations increased from 341 in 1993 to 557 in 1995. Not only are these areas of crime increasing, they are increasing from an already alarming high number of reported incidences. The reported number of forcible sex offenses, non-forcible sex offenses, robbery, and weapons possessions fluctuated mildly over the past three years. There are no significant trends that can be identified in regard to these offenses (figures presented in Appendix B).

Several factors may have caused these increases discussed above, however, the fact remains that there are too many crimes occurring on post-secondary campuses. Aggressive measures must be taken to insure the safety of the students, staff, and faculty on post-secondary campuses.

## **Prevention initiatives**

Currently there are no federal or state mandates that require post-secondary institutions to meet a minimum criterion for violence prevention services or programming. Post-secondary institutions within Minnesota incorporate a wide range of prevention initiatives with varying levels of implementation. The following discussion looks at post-secondary crime prevention programs and initiatives being used around Minnesota. The information presented is based on an analysis of campus security reports and student handbooks collected from Minnesota post-secondary institutions. These statistics are representative of the 60 post-secondary institutions that responded.

The largest portion (65%) of the responding institutions indicated that they provide printed material concerning crime and crime prevention to their campuses. Printed material includes any one of more of the following: crime prevention brochures, posters, newspaper announcements, mailings, student handbooks, self-protection tips and personal responsibility literature. Fifty-seven percent of the total number of responding institutions reported in their campus security reports that they distribute crime alert bulletins and advisories concerning serious crimes to their campuses in a timely fashion.

Forty-two percent of the responding institutions provide educational programming and training at their campuses. Thirty-six percent of the institutions who reported having educational programming specifically indicated having it at new student, faculty, and staff orientations. The educational programming statistics overlap with the institutions who provide printed materials for many of the schools use crime prevention and awareness brochures for their crime education programming.

Fifty-two percent of the responding institutions reported having some form of escort service available to students, staff, and faculty. The structure of each escort program varied between the campuses. Forty-five percent of the institutions, who reported having an escort service, provide the service between certain hours, which are primarily in the evening. Nineteen percent of responding post-secondary institutions provide a 24-hour escort service. Ten percent of the institutions only provide an escort service upon request. Twenty-six percent of the institutions did not specify the procedures for their escort service.

Thirty percent of the post-secondary institutions reported having their campuses patrolled by security officers. These patrols include either foot and/or vehicle patrols and they cover one or more of the following locations: parking lots, facilities, and campus grounds. Ten percent of the total responding institutions have monitoring systems for their parking lots and facilities.

Twenty-five percent of the institutions indicated having any one or more of the following on their campuses: emergency phones, bluelights and call boxes. Only 13% of the institutions reported paying specific attention to the landscape and lighting design of their campuses.

Several institutions are trying new programs and ideas concerning crime awareness and prevention. Examples of innovative programs include:

- Operation ID is a national program where material possessions are coded with an identification number and entered into the National Crime Information Center computer system. This allows for stolen items to be traced back to their owners and it deters potential burglars because the Operation ID number on the item makes it difficult to resell.
- The Gotcha program, at Hamline University, alerts students, staff and faculty to their unattended belongings. Campus security patrollers leave bright red cards on doors or on desks of unlocked buildings or offices. The patrol officers then write up the security violation and follow-up with a letter. Officers leave red cards on unattended belongings of students, staff, and faculty. On occasion they will confiscate the belongings and leave a card with a note on where to pick up their personal items. This increases the awareness of the campus community to potential crime occurrences.
- The Safe Neighborhood Program, at Winona State University, asks that residents within a three block radius of campus to leave their porch light on as a signal for those in trouble to come to their house for safety and to summon the police.
- Some institutions offer bicycle locks, personal alarms and whistles for purchase at their security offices or campus bookstore. Shuttle services are available at isolated institutions.

These crime prevention initiatives represent only a few of the programs offered around the state but they are the most consistent among the responding institutions.

## **Recommendations**

The following recommendations were based on the 1996 Attorney General's Post-Secondary Student Safe Schools Survey, personal interviews with campus security directors, campus security reports and input from the Minnesota Chapter of IACLEA. It is recognized that many post-secondary institutions have implemented fundamental security measures as well as violence prevention programs; however, basic safety measures and crime prevention initiatives should be universal in Minnesota post-secondary institutions.

- **All post-secondary institutions should implement the following basic safety and security measures.**
  1. The physical characteristics and maintenance of post-secondary campuses should be conducive to a safe environment. Some examples include trimmed shrubbery, adequate lighting and secured residence halls.
  2. Campus grounds should be patrolled by security officers at regular intervals.
  3. An escort service should be provided for all students, staff and faculty. A 24-hour escort service is ideal, but the service should be based on each campus' specific needs.
  4. Campus grounds should be equipped with security equipment such as emergency phones, bluelights, call boxes and surveillance equipment.
  5. Campuses should provide crime prevention classes and workshops to students, staff and faculty ranging from awareness education to protection techniques.
- **Campus safety officials should involve students in developing crime prevention initiatives.** Although many institutions involve students in the development of anti-violence programs, efforts should be continued and supported by policymakers. Student input is critical when designing prevention policies and programs. The preliminary findings of the Attorney General's Office 1996 Safe Schools Survey for post-secondary institutions showed that the majority (77%) of students at post-secondary institutions felt safe or very safe while they were on their respective campus, however, 28% of the respondents felt "that the amount of effort spent addressing the issues of violence at their institutions has been inadequate." Students should have the opportunity to discuss why they think the amount of effort addressing violence is inadequate and what must occur to change their perceptions.
- **Post-secondary institutions should provide sexual assault awareness and prevention programs and make victim assistance programs available to all campus students and employees.** The 1996 Attorney General's Post-secondary Safe Schools report found that although many of the respondents did not report being the victims of dating violence or date rape, over half reported knowing someone who had been a victim of dating violence and over 40% reported knowing someone who has been the victim of date rape. Many institutions

have programs that address these issues; however, these initiatives need the continued support of campus personnel and law enforcement. Dating violence and date rape remain major concerns for post-secondary students.

- **Post-secondary institutions should recognize and address alcohol and drug abuse and its relationship to campus crime.** In addition to the dramatic increase in the number of reported liquor law violations, 39% of the respondents in the Attorney General's 1996 Safe School Survey felt that many of the violent incidents on campus were directly related to drug and alcohol use and 31% of the respondents believed that students commit acts of violence because of heavy drinking. These figures are supported by findings from The Center for Addiction and Substance Abuse (1994) at Columbia University. They found that approximately 90% of all campus rapes involve drinking on the part of the assailant, the victim or both. Alcohol and drug use play major roles in violent incidences on college campuses. Administrators, students and faculty are encouraged to create a climate in which mature, responsible behavior is fostered.
- **Crime reporting procedures should be improved throughout the state.** Although several improvements have been made in recent years, voluntary reporting standards should be implemented. Information about criminal conduct on college campuses is critical to accurately assess safety and security at post-secondary institutions. For example, the 1996 Attorney General's Safe School Survey found that the most common "violent incident" that students experienced on college campuses was theft. The Campus Security Act, however, does not require institutions to report this crime. Because theft has a significant impact on students, staff, and faculty this is a campus issue that should be addressed. The Minnesota Chapter of IACLEA has begun to develop voluntary reporting standards. This effort is worthwhile and should continue.
- **Campus and community relations should be maintained and improved.** Post-secondary institutions not only consist of students, staff, and faculty but also of their surrounding communities. Campus officials and students should develop and maintain strong relationships with surrounding communities to improve crime awareness and prevention. The Safe Neighborhood program at Winona State is a notable example.
- **Establishing minimum professional standards for hiring and training of safety and security personnel should be explored by campus security directors. IACLEA has begun this process and their efforts should be supported by campus officials and other law enforcement entities.** Presently, there is a wide range of personnel used by campuses to serve security functions. On one end of the spectrum, some schools use students, who may or may not be in uniform, to provide security services. This practice may present concerns that range from appropriate expectations upon those students to peer pressure issues and consistency of providing such services. At the other end of the spectrum are those campuses that address safety and security issues by employing non-student safety and security personnel and/or sworn peace officers. It is acknowledged that schools must work within their means when choosing the type of personnel to employ. However, minimum standards

of hiring and training should be established to provide appropriate service in security departments. A possibility may be to establish a tier system that would mandate specific hiring concerns and training requirements for student workers and more stringent standards for non-student employees providing safety and security efforts on campus.

- **Campus safety and security departments and local law enforcement agencies should develop and maintain a comprehensive communication protocol to ensure relevant information on safety and security is exchanged.** This will enable both departments to obtain data for annual reports and share security information that may be vital to the safety of students and citizens in the surrounding community.

### **Conclusion**

Violence on post-secondary campuses remains a serious concern. This report reveals that incidences of crime on post-secondary institutions are high and, in several cases, increasing. This is unacceptable. Each institution has unique restrictions and needs, but there are basic steps that all post-secondary institutions can take to make their campuses safer. Communication between security departments, local law enforcement agencies and the larger post-secondary community is important in addition to student involvement in the creation of violence prevention programs.

Although many post-secondary institutions in Minnesota are taking the initiative to fight crime and raise awareness, it is vital that these efforts continue to expand and improve. In addition, policymakers, law enforcement agencies and surrounding communities should support post-secondary institutions' initiatives to prevent crime and violence. Providing a safe and secure environment for students, faculty and staff is a goal that can be achieved and is critical in order to maintain the tradition of academic excellence in Minnesota.

The following crime definitions are from the Uniform Crime Reporting Handbook as noted in Rules and Regulations, Vol. 58, No. 82 of the Federal Register.

**Murder:** The willful (nonnegligent) killing of one human being by another.

**Robbery:** The taking or attempting to take anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.

**Aggravated Assault:** An unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or great bodily harm. (It is not necessary that injury result from an aggravated assault when a gun, knife, or other weapon is used which could and probably would result in serious personal injury if the crime were successfully completed.)

**Burglary:** The unlawful entry of a structure to commit a felony or a theft. For reporting purposes this definition includes: unlawful entry with intent to commit a larceny or felony; breaking and entering with intent to commit a larceny; housebreaking; safecracking; and all attempts to commit any of the aforementioned.

**Motor Vehicle Theft:** The theft or attempted theft of a motor vehicle. (Classify as motor vehicle theft all cases where automobiles are taken by persons not having lawful access even though the vehicles are later abandoned-including joyriding.)

**Weapon Law Violations:** The violation of laws or ordinances dealing with weapon offenses, regulatory in nature, such as: manufacture, sale, or possession of deadly weapons; carrying deadly weapons, concealed or openly; furnishing deadly weapons to minors; aliens possessing deadly weapons; and all attempts to commit any of the aforementioned.

**Drug Abuse Violations:** Violations of State and local laws relating to the unlawful possession, sale, use, growing, manufacturing, and making of narcotic drugs. The relevant substances include: opium or cocaine and their derivatives (morphine, heroin, codeine); marijuana; synthetic narcotics (Demerol, methadone); and dangerous nonnarcotic drugs (barbiturates, Benzedrine).

**Liquor Law Violations:** The violation of laws or ordinances prohibiting: the manufacture, sale, transporting, furnishing, possessing of intoxicating liquor; maintaining unlawful drinking places; bootlegging; operating a still; furnishing liquor to a minor or intemperate person; using a vehicle for illegal transportation of liquor; drinking on a train or public conveyance; and all attempts to commit any of the aforementioned. (Drunkenness and driving under the influence are not included in this definition.)

The following definitions for sexual offenses are from the National Incident-Based Reporting System Edition of the Uniform Crime Reporting Program as noted in Rules and Regulations, Vol. 59, No. 82 of the Federal Register.

**Sex Offenses-Forcible**

Any sexual act directed against another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent.

A. Forcible Rape-The carnal knowledge of a person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her temporary or permanent mental or physical incapacity (or because of his/her youth).

B. Forcible Sodomy-Oral or anal sexual intercourse with another person, forcibly and/or against that person's will; or not forcibly against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity.

C. Sexual Assault with an Object-The use of an object or instrument to unlawfully penetrate, however slightly, the genital or anal opening of the body of another person, forcibly and/or against that person's will; or not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity.

D. Forcible Fondling-The touching of the private body parts of another person for the purpose of sexual gratification, forcibly and/or against the person's will; or, not forcibly or against the person's will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental incapacity.

**Sex Offenses-Nonforcible**

Unlawful, nonforcible sexual intercourse.

A. Incest-Nonforcible sexual intercourse between persons who are related to each other within the degrees wherein marriage is prohibited by law.

B. Statutory Rape-Nonforcible sexual intercourse with a person who is under the statutory age of consent.

## Statistics from 1993

(Total number of reported occurrences from 60 responding institutions)

| Murder | Forcible<br>Sex<br>Offenses | Non-<br>forcible<br>Sex<br>Offenses | Robbery | Aggravated<br>Assault | Burglary | Motor<br>Vehicle<br>Theft | Liquor<br>Law<br>Violations | Drug<br>Abuse<br>Violations | Weapons<br>Possession |
|--------|-----------------------------|-------------------------------------|---------|-----------------------|----------|---------------------------|-----------------------------|-----------------------------|-----------------------|
| 0      | 89                          | 7                                   | 13      | 24                    | 312      | 58                        | 341                         | 41                          | 7                     |

## Statistics from 1994

(Total number of reported occurrences from 60 responding institutions)

| Murder | Forcible<br>Sex<br>Offenses | Non-<br>forcible<br>Sex<br>Offenses | Robbery | Aggravated<br>Assault | Burglary | Motor<br>Vehicle<br>Theft | Liquor<br>Law<br>Violations | Drug<br>Abuse<br>Violations | Weapons<br>Possession |
|--------|-----------------------------|-------------------------------------|---------|-----------------------|----------|---------------------------|-----------------------------|-----------------------------|-----------------------|
| 0      | 83                          | 4                                   | 16      | 26                    | 317      | 63                        | 350                         | 47                          | 11                    |

## Statistics from 1995

(Total number of reported occurrences from 60 responding institutions)

| Murder | Forcible<br>Sex<br>Offenses | Non-<br>forcible<br>Sex<br>Offenses | Robbery | Aggravated<br>Assault | Burglary | Motor<br>Vehicle<br>Theft | Liquor<br>Law<br>Violations | Drug<br>Abuse<br>Violations | Weapon<br>Possession |
|--------|-----------------------------|-------------------------------------|---------|-----------------------|----------|---------------------------|-----------------------------|-----------------------------|----------------------|
| 0      | 85                          | 4                                   | 15      | 43                    | 308      | 72                        | 557                         | 62                          | 8                    |